

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Rules

BILL: SB 964

INTRODUCER: Senator Wright

SUBJECT: Financial Disclosures

DATE: February 23, 2026

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Cleary</u>	<u>Roberts</u>	<u>EE</u>	Favorable
2.	<u>McVaney</u>	<u>McVaney</u>	<u>GO</u>	Favorable
3.	<u>Cleary</u>	<u>Kruse</u>	<u>RC</u>	Pre-meeting

I. Summary:

SB 964 revises requirements for reporting of certain gifts and honoraria.

Current law requires individuals who must file a financial disclosure under the Code of Ethics, as well as procurement employees, to report certain gifts and honoraria in conjunction with the annual financial disclosure.

To clarify requirements for reporting of such gifts and honoraria, the bill:

- Decouples the annual reporting requirement for certain gifts from the filing of the required annual financial disclosure.
- Changes the entity with whom reporting individuals who have left office or employment must file the annual report to the Commission on Ethics, instead of at the same location as their financial disclosure statement.
- Changes the entity with whom reporting individuals must disclose specified information regarding honorarium expenses to the Commission on Ethics, instead of with the entity with whom the required financial disclosure statement is filed.

The bill is not expected to impact state and local government revenues and expenditures.

This bill takes effect upon becoming law.

II. Present Situation:

The Code of Ethics for Public Officers and Employees

The Code of Ethics for Public Officers and Employees (Code of Ethics)¹ establishes ethical standards for public officials and is intended to ensure that public officials conduct themselves independently and impartially, not using their offices for private gain other than compensation provided by law.² The Code of Ethics addresses various issues, such as ethics trainings, voting conflicts, full and public disclosure of financial interests, standards of conduct, and the Commission on Ethics, among others.³

Disclosure of Financial Interests

Full and Public Disclosure (CE Form 6)

The Florida Constitution requires all elected constitutional officers, candidates for such offices, and statewide elected officers to file a full and public disclosure of their financial interests.⁴ Other public officers, candidates, and public employees may be required to file a full and public disclosure of their financial interests as determined by law.⁵ Pursuant to general law, the Commission on Ethics has created by rule CE Form 6 (Form 6), which is used to make the required full and public financial disclosure.⁶ Reporting individuals are required to electronically file a form 6 annually with the Commission on Ethics by July 1 through the Commission's electronic filing system.⁷

Statement of Financial Interests (CE Form 1)

In addition to provisions governing the Form 6, current law provides for a less detailed disclosure of financial interests using the Commission's CE Form 1 (Form 1).⁸ Initially, each local officer/employee, state officer, and specified state employee must file within 30 days of the date of his or her appointment or of the beginning of employment.⁹ Thereafter, each state or local officer, and each specified state employee shall file a statement of financial interests by July 1st each year in which they hold their positions.¹⁰ State officers and specified state employees must file their statements of financial interests with the Commission on Ethics through the Commission's electronic filing system.¹¹ A candidate not subject to an annual filing requirement does not file with the Commission on Ethics, but may complete and print a statement of financial interests to file with the officer before whom he or she qualifies.¹²

¹ See pt. III. Ch. 112, F.S.

² Florida Commission on Ethics, *Guide to the Sunshine Amendment and Code of Ethics for Public Officers and Employees*, p. 1., available at <https://ethics.state.fl.us/Documents/Publications/GuideBookletInternet.pdf?cp=2026112> (last visited January 12, 2026).

³ See pt. III. Ch. 112, F.S.

⁴ Section 8(a), art. II, Fla. Const.; see ss. 112.3144(1)(b), 112.3145, F.S.

⁵ *Id.*

⁶ Section 112.3144(8), F.S.; see R. 34-8.002, F.A.C.

⁷ Section (8)(j)(1), art. II, Fla. Const.; see s. 112.3144(2), F.S.

⁸ See s. 112.3145, F.S.; R. 34-8.202, F.A.C.

⁹ Section 112.3145(2)(b), F.S.

¹⁰ *Id.*

¹¹ Section 112.3145(2)(d), F.S.

¹² Section 112.3145(2)(d), F.S.

Final Statement of Financial Interests (CE Form 1F)¹³ and (CE Form 6F)¹⁴

Each person required to file full and public disclosure of financial interests (Form 6) shall file a final disclosure statement CE Form 6F (Form 6F) and each state officer, local officer, and specified state employee required to file a statement of financial interests (Form 1) shall file a final statement of financial interests CE Form 1F (Form 1F) within 60 days after leaving his or her public position for the period between January 1 of the year in which the person leaves and the last day of office or employment, unless within the 60-day period the person takes another public position requiring financial disclosure under s. 8, Art. II of the State Constitution, or is otherwise required to file full and public disclosure for the final disclosure period.¹⁵

Electronic Filing of Disclosure of Financial Interests with the Commission on Ethics

Beginning January 1, 2023, statements of full and public disclosure of financial interests (Form 6), a final statement of full and public disclosure (Form 6F) and any amendments thereto, or any other form required under s. 112.3144, F.S., except specifically excluded, must be filed electronically through the Florida Commission on Ethics electronic filing system.¹⁶

Also, beginning January 1, 2024, a statement of financial interests (Form 1), a final statement of financial interests (Form 1F) and any amendments thereto, or any other form required under s. 112.3145, F.S., except any statement of a candidate who is not subject to an annual filing requirement, must be filed electronically through the Florida Commission on Ethics electronic filing system.¹⁷

Annual Disclosure of Gifts from Governmental Entities and Direct Support Organizations and Honorarium Event Related Expenses (CE Form 10)***Who Must File a Form 10***

State law requires qualifying individuals to make an annual disclosure to the Commission on Ethics of gifts from governmental entities and direct support organizations, as well as honorarium event-related expenses on CE Form 10 (Form 10).¹⁸

All persons required to file a Form 1¹⁹ (Statement of Financial Interests) and all persons required to file a Form 6²⁰ (Full and Public Disclosure of Financial Interests), including candidates, must

¹³ See CE Form 1F – Effective January 1, 2026, incorporated by reference in Rules 34-8.001 and 34-8.208, F.A.C.

¹⁴ See CE Form 6F – Effective January 1, 2026, incorporated by reference in Rules 34-8.001 and 34-8.008, F.A.C.

¹⁵ See ss. 112.3144(10), 112.3145(2)(b), F.S.

¹⁶ See ss. 112.3144(8)(b), 112.31446, F.S.

¹⁷ See ss. 112.3145(2)(e) and 112.31446, F.S.

¹⁸ CE Form 10 – Effective January 1, 2007, incorporated by reference in Rule 34-7.010(1)(h), F.A.C., Revised 10/2015, <https://ethics.state.fl.us/Documents/Forms/Form%2010.PDF?cp=202618>.

¹⁹ See s. 112.3145, F.S. (Qualifying local/officers/employees, state officers, and specified state employees must file within 30 days of their appointment or the beginning of employment. Candidate must file at the same time they file their qualifying papers. Thereafter, electronically file their Form 1 via the Florida Commission on Ethics Electronic Financial Disclosure Management System by July 1 following each calendar year in which they hold their positions).

²⁰ See s. 112.3144, F.S. (Qualifying officers are required to electronically file their Form 6 via Florida Commission on Ethics Electronic Financial Disclosure Management System, no later July 1, 2026. Qualifying candidates required to file a Form 6, must file during the qualifying period).

file a Form 10 annually with their Form 1 or Form 6 financial disclosures.²¹ In addition, state “procurement employees”²² are required to file a Form 10, as well as former reporting individuals and procurement employees who left office or employment during the calendar year covered by the report.²³

When and Where to File the Form 10

The Form 10 is required to be submitted by July 1 of the year following the year covered by the Form 10 the individual is submitting.

Individuals who are required to file a Form 1 or Form 6 are required to file the Form 10 with their Form 1 or Form 6.²⁴ State procurement employees file their Form 10 with the Commission on Ethics.²⁵

Form 10: Gifts From Governmental Entities [Sec. 112.3148, Fla. Stat.]

Entities of the legislative or judicial branches, departments and commissions of the executive branch, counties, municipalities, airport authorities, school boards, water management districts created by 373.069, F.S., and the South Florida Regional Transportation Authority may give, either directly or indirectly, a gift worth over \$100 to persons who file Form 1 or Form 6 or to state procurement employees if a public purpose can be shown for the gift.²⁶

The governmental entity giving the gift must provide the officer or employee with a statement about the gift no later than March 1 of the following year.²⁷ The officer or employee then must disclose this information by filing a statement (Form 10) by July 1 with his or her annual financial disclosure (Form 1 or Form 6) that describes the gift and lists the donor, the date of the gift, and the value of the total gifts provided during the calendar year.²⁸ State procurement employees file their statements (Form 10) with the Commission on Ethics.²⁹

Form 10: Gifts from Direct Support Organizations [Sec. 112.3148, Fla. Stat.]

Direct support organizations specifically authorized by law to support a governmental entity may give a gift worth over \$100 to a person who files Form 1 or Form 6 or to a state procurement employee if the person or employee is an officer or employee of that governmental entity.³⁰

²¹ Section 112.3148(6)(d), F.S.

²² Section 112.3148(2)(e), F.S. (“Procurement employee: “means any employee of an officer, department, board, commission, council, or agency of the executive branch or judicial branch of state government who has participated in the preceding 12 months through decision, approval, disapproval, recommendation, preparation of any part of a purchase request, influencing the content of any specification or procurement standard, rendering of advice, investigation, or auditing or in any other advisory capacity in the procurement of contractual services or commodities as defined in s. 287.012, if the cost of such services or commodities exceeds or is expected to exceed \$10,000 in any fiscal year”).

²³ Section 112.3148(6)(d), F.S.

²⁴ Section 112.3148((6)(d), F.S.

²⁵ *Id.*

²⁶ Section 112.3148(6)(b), F.S.

²⁷ Section 112.3148(6)(c), F.S.

²⁸ Section 112.3148(6)(d), F.S.

²⁹ *Id.*

³⁰ Section 112.3148(6)(b), F.S.

The direct-support organization giving the gift must provide the officer or employee with a statement about the gift no later than March 1 of the following year.³¹ The officer or employee then must disclose the information by filing a statement (Form 10) by July 1 with his or her annual financial disclosure (Form 1 or Form 6) that describes the gift and lists the donor, the date of the gift, and the value of the total gifts provided during the calendar year.³² State procurement employees file their statements with the Commission on Ethics.³³

Honorarium Event Related Expenses [Sec. 112.3149, Fla. Stat]

Reporting individuals who file Form 1 and Form 6 and state procurement employees are prohibited from accepting an honorarium (a payment in exchange for a speech, oral presentation, writing, and the like) from a political committee, from a lobbyist who lobbies them or their public agency (or has done so within the previous 12 months), and from the employer, principal partner, or firm of such a lobbyist.³⁴ However, these persons and entities may pay or provide a reporting individual or procurement employee and his or her spouse for actual and reasonable transportation, lodging, event or meeting registration fee, and food and beverage expenses related to an event at which speech, presentation, or writing will be made by the public officer or employee.³⁵

Reporting individuals and state procurement employees must disclose annually the name, address, and affiliation of the donor, the amount of the expenses, the date of the event, a description of the expenses paid or provided, and the total value of the expenses on a Form 10 by July 1, for expenses received during the previous calendar year.³⁶ The donor paying the expenses must provide the officer or employee with a statement about the expenses within 60 days of honorarium event.³⁷ State procurement employees file their statements with the Commission on Ethics.³⁸

Issue with the Current Statutory Language Relating to the Filing of the Form 10

Current law provides that reporting individuals must file their Form 10s with their annual financial disclosure statement (the Form 1 or the Form 6). Since the Commission on Ethics moved to e-filing for the Form 1 and Form 6, the Commission has identified that the move to e-filing has caused confusion for filers of Form 10 for two reasons:³⁹

- When Form 1 and Form 6 were in paper form, some Form 1 filers were required to file with their local supervisors of elections, rather than with the Commission on Ethics. Therefore, those filers also filed their Form 10s with their local supervisors of elections. The financial disclosure statutes were recently amended to require all reporting individuals to e-file their Form 1 or Form 6 with the Commission on Ethics. However, the Form 10 requirements are

³¹ Section 112.3148(6)(c), F.S.

³² Section 112.3148(6)(d), F.S.

³³ *Id.*

³⁴ Section 112.3149(4), F.S.

³⁵ Section 112.3149(5), F.S.

³⁶ Section 112.3149(6), F.S.

³⁷ Section 112.3149(6), F.S.

³⁸ *Id.*

³⁹ See Commission on Ethics, Senate Bill 964 Agency Analysis (Jan 13, 2026) (on file with the Senate Committee on Ethics and Elections).

found in the gift statutes⁴⁰ and thus did not change when the financial disclosure statutes were amended to provide e-filing.

- Unlike Form 1 and Form 6, Form 10 is not available for e-filing; it is a paper form. Therefore, it is now impossible to file a Form 10 “with” a Form 1 or Form 6.

The Commission on Ethics in its 2026 Legislative Recommendations⁴¹ proposed a solution to resolve the confusion by requiring all reporting individuals and procurement employees to file their Form 10s with the Commission on Ethics.

III. Effect of Proposed Changes:

The bill implements the Commission on Ethics’ recommendation by clearly mandating that reporting individuals file paper Form 10s with the Commission on Ethics, rather than electronically with their Form 1s or Form 6s.⁴²

This is accomplished by deleting the current statutory language that requires that the Form 10s to be filed with the individuals’ financial disclosures. Specifically:

- **Section 1** amends s. 112.3148, F.S., to require reporting individuals and procurement employees to file their Form 10s listing certain gifts with the Commission on Ethics by paper form, instead of with either their annual⁴³ or final⁴⁴ financial disclosure statements.
- **Section 2** amends s. 112.3149, F.S., to require reporting individuals and procurement employees to file with the Commission on Ethics. Because the electronic filing system does not accommodate the filing of these forms nor is there a statutory requirement for filing electronically, the Form 10s will be filed in paper form disclosing the name, address, and affiliation of a person providing specified honorarium expenses instead of with the required annual or final financial disclosure statements.

The bill takes effect upon becoming law.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

Not applicable. The bill does not require counties or municipalities to take an action requiring the expenditure of funds, reduce the authority that counties or municipalities have to raise revenue in the aggregate, or reduce the percentage of state tax shared with counties or municipalities.

B. Public Records/Open Meetings Issues:

None.

⁴⁰ See ss. 112.3148 and 112.3149 F.S.

⁴¹ Consideration of *Legislative Plan and Recommendations for 2026*, Commission on Ethics (August 28, 2025) available at <https://ethics.state.fl.us/Documents/Ethics/MeetingAgendas/Sep25Materials/LegislativeRecs.pdf>.

⁴² See Commission on Ethics, *Senate Bill 964 Agency Analysis* (Jan 13, 2026) (on file with the Senate Committee on Ethics and Elections).

⁴³ Form 1 or Form 6.

⁴⁴ Form 1F or Form 6F.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None identified.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The Commission on Ethics bill analysis states that this bill will not have a fiscal impact to the commission because the Form 10 is already filed with the commission, and this bill clarifies that in the ethics statutes.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill substantially amends sections 112.3148 and 112.3149 of the Florida Statutes.

IX. Additional Information:

A. Committee Substitute – Statement of Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.
